

Message Text

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ACTION ACDA-12

INFO OCT-01 EUR-12 ISO-00 CIAE-00 H-01 INR-07 IO-13

L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-05 PRS-01

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S E C R E T MBFR VIENNA 0568

E.O. 11652: GDS

TAGS: PARM NATO MBFR

SUBJ: LEVEL OF THE COMMON COLLECTIVE CEILING

REF: A) USNATO 10787 DTG 011629Z NOV 77

B) USNATO 10111 DTG 201316Z OCT 77

C) USNATO 10145 DTG 201938Z OCT 77

1. BELGIAN REP AT NOV 1 SPC CALLED FOR A MILITARY STUDY TO DETERMINE THE ACCEPTABILITY OF THE 700/900,000 COMMON COLLECTIVE CEILING LEVEL SPECIFIED IN TEXT OF DRAFT GUIDANCE ON THE WESTERN INITIATIVE; CANADIAN REP ADVOCATED LEAVING THESE NUMBERS ILLUSTRATIVE IF THIS WERE NECESSARY TO AVOID DELAYING THE INITIATIVE. (REF A). THE BACKGROUND OF THE BELGIAN SUGGESTION PRESUMABLY IS THE FINDING IN PARA 41, SHAPE DOCUMENT 1000.1/20.5-4/S64/73 (SHAPE ASSESSMENT OF "US APPROACH TO MBFR") THAT NATO REDUCTIONS "SHOULD NOT EXCEED APPROXIMATELY 10 PERCENT" OF ITS GROUND FORCE MANPOWER. THE NAC IN PARA 24 OF C-M(73)83

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SET 10 PERCENT AS A MAXIMUM.

2. WE CONSIDER IT PREFERABLE TO MAINTAIN THE PRESENT LANGUAGE SPECIFYING THE LEVEL AT 700/900,000. THE SPECIFICATION IN THE WESTERN INITIATIVE OF THESE POST-REDUCTION LEVELS FOR WESTERN MILITARY MANPOWER IN THE AREA WILL MAKE CONCRETE THE OFFER OF A COMMITMENT IN PHASE I ON THE AMOUNT OF PHASE II REDUCTIONS BY NON-US WESTERN DIRECT PARTICIPANTS. TO CONTINUE CALLING THE

FIGURE MERELY "ILLUSTRATIVE" WOULD WEAKEN THE IMPACT OF THE INITIATIVE AND PERMIT THE EAST TO CLAIM THE WEST STILL WAS NOT OFFERING A BINDING COMMITMENT. MOREOVER, THE WEST WANTS THE EAST ITSELF TO MAKE A COMMITMENT TO A SPECIFIC COMMON CEILING FIGURE IN RESPONSE TO THE INITIATIVE, NOT A RESPONSE ADDRESSED TO AN ILLUSTRATIVE FIGURE.

3. THIS IS CLEARLY THE TIME WHEN SPECIFYING THESE NUMBERS WOULD HAVE THE GREATEST IMPACT. WE NOTE THAT MBFR STAFF GROUP, IN ITS FIRST, UNCIRCULATED DRAFT STUDY OF THE NEW INITIATIVE, RAISED NO MILITARY OBJECTIONS TO SPECIFYING THE 700/900,000 FIGURES (REF B). MOST NAC MEMBERS WOULD PROBABLY TAKE THE COMMON SENSE VIEW THAT A POTENTIAL REDUCTION OF 11.5 PERCENT FALLS WITHIN THE GENERAL PARAMETERS OF THE SHAPE ADVICE THAT NATO REDUCTIONS SHOULD NOT EXCEED APPROXIMATELY REPEAT APPROXIMATELY 10 PERCENT OF THE WEST'S TOTAL GROUND FORCE MANPOWER AND THAT IT WOULD NOT BE PRODUCTIVE TO ASK FOR A MILITARY STUDY OF WHETHER NATO COULD AFFORD TO REDUCE A FURTHER 1.5 PERCENT OF ITS MANPOWER. GIVEN THE FACT THAT THE WEST HAS FOR YEARS USED THE SAME ILLUSTRATIVE FIGURES BOTH WITH EAST AND WESTERN PUBLICS, WE BELIEVE BOTH EAST AND WESTERN PUBLICS WOULD NOT UNDERSTAND IF WEST NOW SPECIFIED SOMEWHAT DIFFERENT FIGURES. WESTERN EXPLANATIONS IF THIS HAPPENED THAT WESTERN REDUCTIONS SHOULD NOT EXCEED BY ANY AMOUNT 10 PERCENT OF WESTERN GROUND FORCE MANPOWER STRENGTH, WHICH IS THE ONLY REASONABLE EXPLANATION WHICH COULD BE GIVEN, WOULD UNDERCUT WESTERN ARGUMENTATION FOR EASTERN REDUCTIONS TO A COMMON CEILING WHICH WOULD EXCEED 25 PERCENT OF WARSAW PACT GROUND MANPOWER

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BASED ON PRESENT NATO DATA.

4. HOWEVER, IN THE EVENT THAT THE BELGIAN IDEA PICKED UP SIGNIFICANT SUPPORT, AND IT BECOMES CLEAR THAT SPECIFYING THE FIGURE AT 700/900,000 WOULD DELAY THE INITIATIVE, WE WOULD AGREE WITH CANADIAN VIEW THAT THE DRAFT GUIDANCE SHOULD BE REVISED TO RESTORE THE ILLUSTRATIVE NATURE OF THE 700/900,000 FIGURE. IN THAT CASE, PARA 2 OF THE TEXT IN REF C COULD BE AMENDED BY INSERTING QUOTE APPROXIMATELY UNQUOTE PRIOR TO 700,000 AND 900,000, AND INSERTING IN PARENTHESES AFTER 900,000MEN: QUOTE THE PRECISE FIGURES TO BE AGREED IN PHASE I. UNQUOTE.

5. IF IT PROVED NECESSARY TO TAKE THIS COURSE, IT WOULD STILL BE DESIRABLE TO HAVE NAC AUTHORIZATION TO SPECIFYING THE 700/900,000 FIGURES TO THE EAST AT AN EARLY DATE. THEREFORE IN THIS EVENT, THE ISSUE SHOULD BE WORKED ON FURTHER BY NATO WITH THIS OBJECTIVE IN MIND.

6. SPECIFYING THE LEVEL OF THE POST REDUCTION COMMON CEILING WILL OF COURSE NOT AFFECT THE LEVEL OF THE POST-REDUCTION CEILING ON TOTAL US GROUND AND AIR FORCE MANPOWER IN THE AREA. PURSUANT TO THE NAC GUIDANCE IN CM(77)53, WESTERN NEGOTIATORS HAVE SPECIFIED THAT DATA TO BE TABLED ARE VALID ONLY FOR THE SPECIFIC POINT IN TIME INDICATED AND CANNOT BE USED TO COMPUTE REDUCTIONS OR LIMITATIONS. THUS, THE LEVEL OF THE POST REDUCTION CEILING ON

TOTAL US MILITARY MANPOWER WOULD CONTINUE TO BE CALCULATED BY
TAKING THE FIGURE FOR TOTAL US MILITARY MANPOWER IN THE AREA
AT THE DATE SPECIFIED FOR THIS PURPOSE IN AN AGREEMENT,
AND SUBTRACTING THE 29,000 US GROUND FORCE PERSONNEL WITHDRAWN
IN PHASE I, AS WELL AS WHATEVER ADDITIONAL REDUCTIONS THE US
AGREES TO TAKE IN PHASE II.RESOR

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